

Message Text

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TO AMEMBASSY MOSCOW
INFO AMCONSUL LENINGRAD

C O N F I D E N T I A L STATE 298119

E.O. 11652, GDS

TAGS: PFOR, UR, US, CSCE

SUBJECT: CSCE IMPLEMENTATION: 6TH APPROACH TO SOVIETS

REF: MOSCOW 18119

1. DEPARTMENT HAS REVIEWED EMBASSY'S PROPOSED NON-PAPER (REFTEL, PART II) FOR USE IN NEXT BILATERAL APPROACH TO MFA. IN OUR VIEW, THE NON-PAPER FULLY COVERS THE TOPICS WE WISH TO RAISE. IT REPRESENTS A BALANCED, NON-CONTENTIOUS STATEMENT OF OUR INTEREST IN MOVING AHEAD ON IMPLEMENTATION OF CSCE FINAL ACT AND IS PARTICULARLY EFFECTIVE IN TERMS OF ITS SHOWING OUR INTEREST IN IMPLEMENTATION IN ALL BASKETS.

2. WE HAVE CONSIDERED SEVERAL ALTERNATIVE PROPOSALS ON THE OPTIMUM TIMING FOR THIS APPROACH AND, AFTER DISCUSSIONS
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WITH AMB. TOON, HAVE DETERMINED THAT EMBASSY SHOULD NOW

PROCEED, REQUESTING AN EARLY MEETING WITH APPROPRIATE MFA OFFICIALS. WE WOULD HOPE THAT THIS DEMARCHE CAN BE MADE BY MID-DECEMBER.

3. DEPARTMENT APPROVES TEXT OF NON-PAPER AS GIVEN REFTEL EXCEPT FOR THE FOLLOWING MINOR CHANGES:

A. IN PARAGRAPH 17 (PAGE 4, SECTION 2, OF REFTEL), CHANGE "OUR SOVIET PARTNERS" TO READ "THE SOVIET UNION."

B. IN PARAGRAPH 20 REGARDING CBM'S (PAGE 1, SECTION 3 OF REFTEL), DELETE "WITH REGARD TO QUESTIONS..., PARTICULARLY", AT THE BEGINNING OF THAT PARAGRAPH. SUBSTITUTE INSTEAD: "WITH REGARD TO CONFIDENCE-BUILDING MEASURES, IMPLEMENTATION HAS BEEN PROMISING, DESPITE RESTRICTIVE INTERPRETATIONS CONCERNING CERTAIN OF THESE COMMITMENTS." THIS WOULD BE THE NEW FIRST SENTENCE OF THIS PARAGRAPH.

C. IN PARAGRAPH 21, A, (BEGINNING ON PAGE 1 OF SECTION 3 OF REFTEL AND CONTINUING ONTO PAGE 2, SECTION 3) WHICH BEGINS "CONCERNING COMMERCIAL EXCHANGES..." DELETE THE WORDS "AND WILL CONTINUE" AT THE END OF THAT PARAGRAPH.

D. IN PARAGRAPH 21, D (ON PAGE 3, SECTION 3 OF REFTEL) WHICH BEGINS "CONCERNING THE SOVIET PROPOSALS FOR CONFERENCES ON ENERGY..." DELETE THE WORDS "CONTINUE TO GIVE CLOSE ATTENTION TO THESE TOPICS." SUBSTITUTE INSTEAD: (WE) "ARE IN THE PROCESS OF STUDYING THESE TOPICS AS AGREED AT THE LAST ECE PLENARY SESSION." IN THE SAME PARAGRAPH DELETE THE LAST SENTENCE BEGINNING "WE EXPECT ECE DELIBERATIONS..." ENTIRELY.

E. IN PARAGRAPH 5 CONCERNING TRAVEL CONTROLS, WHICH BEGINS "IN THIS CONNECTION, WE REITERATE OUR READINESS..." DELETE THE ALTERNATIVE PROPOSAL FOR SIGNIFICANT MUTUAL RELAXATION OF TRAVEL CONTROLS (PAGE 2, SECTION 4 OF REFTEL) WHICH BEGINS "IF IT IS NOT POSSIBLE FOR THE SOVIET SIDE..." THIS PROPOSAL, WHICH WE SUPPORT, WILL HAVE TO BE FURTHER STAFFED OUT HERE AND MAY BE THE SUBJECT OF A SPECIFIC APPROACH TO MFA AT A LATER DATE. DEPARTMENT SUGGESTS THAT CONFIDENTIAL

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YOU ADD TO YOUR TRAVEL CONTROL PARAGRAPH THE FOLLOWING REMINDER: "ON MAY 1, 1976, THE DEPARTMENT OF STATE REOPENED AREAS IN THE US WHICH WERE TEMPORARILY CLOSED TO TRAVEL BY SOVIET OFFICIALS AFTER THE CLOSURE BY THE SOVIET GOVERNMENT IN 1974 OF CERTAIN BORDER AREAS IN THE USSR. THE EMBASSY NOTES THAT NO SIMILAR RELAXATION BY THE SOVIET GOVERNMENT IN TRAVEL CONTROLS HAS BEEN FORTHCOMING. THE EMBASSY WISHES TO POINT OUT THAT SUCH A RELAXATION

WOULD BE A WELCOME STEP, ACCORDING WITH THE SPIRIT OF
THE FINAL ACT. "

4. FYI: IN REFERENCE TO PARAGRAPH 21, B CONCERNING
BUSINESS CONTACTS AND FACILITIES (SEE PAGES 2 AND 3 OF
SECTION 3, REFTEL) YOU MAY WANT TO SUGGEST ORALLY TO MFA
SOME SPECIFIC AREAS OF SUBSTANDARD PERFORMANCE AND PARTICU-
LAR INFORMATION WHICH COULD BE PROVIDED BY THE SOVIET GOV-
ERNMENT.

5. SIMILAR APPROACHES TO OTHER EASTERN EUROPEAN STATES
ARE PENDING. THESE WILL BE TIMED TO FOLLOW CLOSELY UPON
YOUR APPROACH TO THE SOVIETS. ALSO, USNATO WILL BE
INSTRUCTED TO BRIEF NATO MEMBER REPRESENTATIVES AFTER YOU
HAVE MADE THIS DEMARCHE. ROBINSON

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